



Cooperative Agreements

An Innovative Strategy for Cultural Resource Management

NELP Fact Sheet No. 3

Success Stories

October 1996

ABSTRACT

This is the third in a series of fact sheets developed to provide information on technologies and strategies demonstrated at Naval Air Station (NAS) North Island under the Navy Environmental Leadership Program (NELP). This fact sheet provides information about cooperative agreements NAS North Island has formed with various academic and research institutions; these agreements have been developed to assist with cultural resource management projects, and thereby expand the capabilities of the Cultural Resources Management Program (CRMP). The intent of this fact sheet is to promote the use of similar management strategies at other Naval installations.

BACKGROUND

On October 23, 1993, the Secretary of the Navy approved the implementation of NELP at NAS North Island in California and Naval Station Mayport in Florida. The Navy established NELP to focus efforts on finding new, improved, and more cost-effective ways to manage environmental programs Navy-wide. NELP initiatives at NAS North Island focus on identifying and demonstrating innovative cleanup, compliance, pollution preven-

tion, and conservation technologies, as well as innovative management strategies.

At NAS North Island, the CRMP within the Natural

Resources Office (NRO) of the Staff Civil Engineer department, is responsible for (1) evaluating the significance of cultural sites and buildings, and (2) recommending sites or buildings for listing on the National Register of Historic Places. Both actions are

required to achieve compliance with Sections 106 and 110 of the National Historic Preservation Act (NHPA). The surveys required to perform cultural and historical evaluations can be time-consuming and costly when performed under standard contracts.



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COOPERATIVE AGREEMENTS

Cooperative agreements are partnerships between the Navy and academic or research institutions that reduce the costs typically incurred by cultural and historical surveys. Cooperative agreements provide a mutually beneficial means of acquiring, analyzing, and interpreting historic or archaeological data, which can then be used to determine the significance of the cultural resources present.



NAS North Island's CRMP has developed two types of cooperative agreements: Cooperative Agreements (CA) and Cooperative Research Agreements (CRA). CAs are funded by the Navy and produce results that are directly related to achieving project-specific compliance with Sections 106 and 110 of the NHPA. By contrast, CRAs are unfunded partnerships that benefit the Navy, but which have long-term, programmatic relationships to Navy compliance. Collaborating institutions that have participated in CRAs at NAS North Island include anthropology departments from the University of California at Los Angeles, Palomar College, California State University Northridge, Occidental College, and the University of San Diego.

CAs and CRAs are both documented by a common agreement format that is tailored to the specific needs of the agreement. The form consists of five sections that identify terms of (1) the general nature of the agreement, (2) services and responsibilities, (3) stipulations and liabilities, (4) modifications and termination, and (5) approval conditions.

Authorization for CAs is arranged through the Naval Facilities Engineering Command (NAVFAC). The funding level and terms of the agreement are negotiated directly with the collaborating research institution, unlike the more commonly used competitive bid process that is used to solicit contractors. As unfunded agreements, CRAs are arranged directly by the CRMP and approved by the Commanding Officer of NAS North Island.

IMPLEMENTATION COST

The cost of work performed under CAs ranges from \$10,000 to \$20,000 depending on the scope of a particular project. Hourly labor rates for work performed under CAs are comparable to those of work performed by contractors, but the overhead costs of CAs is much lower. Overhead cost for labor under CAs ranges from 0 to 25 percent, which represents a significant savings from the 100 percent overhead cost that is typical for contractors.

Under CRAs, there is no labor or overhead costs for the work performed, although logistical support is provided to the collaborating research institution in exchange for the volunteer labor. Providing logistical support such as housing, food, and gas for 20 to 25 students costs the NAS North Island CRMP about \$5,000 per summer.

Under CAs and CRAs at NAS North Island, more than 6,000 hours of field labor have been performed in support of archaeological management projects over the last 10 years. Since 1983, 32,000 hours of labor have been contributed during nine NRO-sponsored, cooperative field schools conducted at San Clemente Island. The hours provided by researchers to these projects cost the Navy \$45,000, but are equivalent to more than \$1,250,000 of contracted labor.

BENEFITS TO THE NAVY

Partnerships such as the ones developed at NAS North Island promote a proactive approach to cultural resource management, and the Navy has recognized that such partnerships afford the following benefits:

Proactive Management. Navy projects can proceed more efficiently when the data for the required cultural and historical evaluation has been collected in advance under CAs and CRAs.

Reduced Costs. Funds required to provide logistical support for CRAs or funding for CAs is considerably less than what it would cost to procure a

private contractor for the same work. In addition, a proactive program that conducts basic surveys in and around developed areas before they are required avoids delays and associated increased costs that occur when a new project awaits historic determination.

Improved Stewardship of Cultural Resources. CAs and CRAs allow researchers to study sites or buildings determined to have historical or cultural value to the public and then to document their findings. By facilitating the transfer of knowledge from the CRMP to the public, the Navy contributes cultural and historical value to society and thus enhances its public image.

Increased Flexibility. Researchers are typically better able to adjust to CRMP needs than contractors, because researchers are not as restricted by precisely defined schedules, travel budgets, or task descriptions typical of contracts.

SUCCESS STORIES

In 1994, the Advisory Council on Historic Preservation recognized NAS North Island's CRMP as "a noteworthy example of cultural resources planning and management," and noted that it "might serve as a model for other installations, commands, and federal agencies." This recognition was based on the successful use of cooperative agreements, as illustrated by the following examples:



Under a current CRA, the American Society of Civil Engineers (ASCE) is evaluating the historic significance of the civil engineering of Building 340, a uniquely designed seaplane hangar at NAS North Island. This CRA satisfies ASCE interests in preserving significant historic civil engineering works, and under the agreement, ASCE bears the costs of the evaluation, documentation, and, if listed in their landmark program, eventual placement of a citation plaque on Building 340. In turn, the CRA provides the Navy with a no-cost professional assessment of the historic and engineering significance of Building 340 -- work that is required under Sections 106

and 110 of NHPA. The Navy further benefits from the increased public awareness of its proactive historical resource preservation efforts.



In March of this year, an archaeological resource survey was required for a pending plan to upgrade roads on San Clemente Island. The Navy's planning department requested that the CRMP survey more than 50 kilometers of roads on San Clemente Island. Because the areas had previously been surveyed under various CAs and CRAs, the project could proceed without an additional 3- to 5-month study that would have been required to comply with Section 106 of NHPA.



For a proposed wind farm project on San Clemente Island, Section 106 of the NHPA required an archaeological survey for about 3 square kilometers of the project area. Such a survey typically costs between \$15,000 and \$20,000 and 6 to 8 people working for several weeks. However, an archaeological survey had already been performed by Occidental College under a CRA, and the original wind farm design could incorporate the previously mapped historic and cultural resource locations, rather than redesign the project following survey results.

SOURCES OF ADDITIONAL INFORMATION:

Additional information about cooperative partnerships or the NAS North Island CRMP can be obtained from the following contacts:

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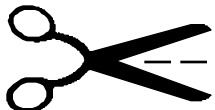
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